

Message Text

PAGE 01 NATO 04385 01 OF 03 191930Z

70

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INFO ALL NATO CAPITALS PRIORITY 5420

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USLOSACLANT PRIORITY

C O N F I D E N T I A L SECTION 1 OF 3 USNATO 4385

E.O. 11652: GDS

TAGS: MPOL, NATO, CSCE, PARM, PFOR

SUBJECT: CSCE/ CBMS: IMPLEMENTATION OF CONFIDENCE-BUILDING

MEASURES: EXERCISES IN THE AUTUMN FORGE SERIES

REF: A. USNATO 4367 DTG 181757Z AUG 75

B. USNATO 4366 DTG 181735Z AUG 75

C. USNATO 4348 DTG 141645Z AUG 75

D. USNATO 4349 DTG 141700Z AUG 75

E. STATE 192526 DTG 140038Z AUG 75

SUMMARY: ON AUGUST 19, POLADS CLEARED THE DECKS FOR NOTIFICATIONS OF EXERCISE GROSSE ROCHADE; APPROVED PROPOSED TURKISH VOLUNTARY NOTIFICATION OF EXERCISE DEEP EXPRESS AND DISCUSSED WHETHER OTHER PARTICIPANTS IN THIS EXERCISE WOULD MAKE PARALLEL NOTIFICATIONS; AGREED ON A REVISED VERSION OF ILLUSTRATIVE MODELS FOR CSCE/CBMS NOTIFICATIONS; AND EXCHANGED VIEWS ON MODALITIES FOR THE EXCHANGE OF OBSERVERS AT MILITARY MANEUVERS. END SUMMARY.

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PAGE 02 NATO 04385 01 OF 03 191930Z

1. PRINCIPAL NOTIFICATION OF EXERCISE GROSSE ROCHADE--AT TUESDAY, AUGUST 19 MEETING, THE NATO POLITICAL COMMITTEE APPROVED THE PROPOSED FRG PRINCIPAL CSCE NOTIFICATION OF GROSSE ROCHADE, WITH THE FOLLOWING MINOR AMENDMENTS (KEYED

TO THE TEXT OF ISD/118 TRANSMITTED IN REF C):

(A) IN LINE 5, REPLACE THE WORD "NATIONAL" WITH THE WORD "THE".

(B) IN LINE 7, DELETE THE WORDS "ON THE INVITATION OF THE FEDERAL ARMED FORCES";

(C) IN SECTION ENTITLED "GENERAL DESCRIPTION", DELETE THE WORD "NATIONAL";

(D) IN SECTION ENTITLED "UNITS PARTICIPATING,", ADD THE WORDS "AND AIR SUPPORT BY ELEMENTS OF TACTICAL AIR FORCES OF SOME PARTICIPATING STATES. THIS SUPPORT IS PROVIDED IN THE FRAME WORK OF THE AIR EXERCISE 'COLD FIRE' TAKING PLACE SIMULTANEOUSLY".

FRG REP (CITRON) SAID BONN INTENDS GIVING THIS NOTIFICATION ON AUGUST 22 AT EACH OF THE CAPITALS OF NON-NATO PARTICIPATING CSCE STATES IN THE FORM OF HAND-DELIVERED NOTES VERBALES. HE SAID ALLIES WOULD ALSO RECEIVE THE SAME NOTIFICATION, BUT VIA MESSENGER OR MAIL.

2. PARALLEL NOTIFICATIONS OF EXERCISE GROSSE ROCHADE"" CONCERNING CONTENTS OF THE PARALLEL NOTIFICATIONS, THE COMMITTEE GENERALLY FAVORED THE DRAFT IN ISD/118, EXCEPT THAT CANADIAN REP (ROY) AND FRENCH REP (GUELLUY) SAID THEY WERE WITHOUT SPECIFIC INSTRUCTIONS INDICATING THEIR GOVERNMENTS' PARALLEL NOTIFICATIONS OF GROSSE ROCHADE WOULD EXACTLY FOLLOW THIS FORMAT. UK REP (MARGETSON) SAID HIS AUTHORITIES HAD INSTRUCTED HIM TO QUESTION THE REFERENCE TO COLD FIRE IN THE PARALLEL NOTIFICATIONS SINCE IT WAS NOT MENTIONED IN THE PRINCIPAL NOTIFICATION. HOWEVER, AS THE PRINCIPAL NOTIFICATION HAD NOW BEEN AMENDED TO INCLUDE MENTION OF COLD FIRE, HE THOUGHT HMG WOULD NOT CONTINUE THIS OBJECTION.

CONFIDENTIAL

PAGE 03 NATO 04385 01 OF 03 191930Z

3. PRINCIPAL NOTIFICATION OF EXERCISE DEEP EXPRESS--THRUkish REP (ERALP) INITIATED OR AGREED TO THE FOLLOWING MODIFICATIONS TO THE PROPOSED TURKISH VOLUNTARY NOTIFICATION OF DEEP EXPRESS (KEYED TO TEXT IN PARA 4, REF D):

A. LINE 4, INSERT WORDS "GOVERNMENT OF THE", BEFORE THE WORDS "REPUBLIC OF TURKEY";

(B) LINE 9, CHANGE "HOLLAND" TO "THE NETHERLANDS";

(C) LINE 11, CHANGE DATES TO "12-28";

(D) SUB-PARA 3, CHANGE DATES TO "12-28";

(E) SUB-PARA 7, INSERT THE WORK "TOTAL" BEFORE
"NUMBER".

4. PARALLES NOTIFICATIONS OF EXERCISE DEEP EXPRESS-
NETHERLANDS REP (HORAK) AND BELGIAN REP (CZETWERTYNSKY)
INDICATED THAT WHILE THEIR GOVERNMENTS FAVOURED TURKISH
VOLUNTARY NOTIFICATION OF THIS EXERCISE, IN VIEW OF THE
RELATIVELY SMALL NUMBER OF BELGIAN AND DUTCH FORCES
PARTICIPATING, THEY DID NOT INTEND PARALLEL NOTIFICAIONS.
UK REP INDICATED THAT LONDON, WHILE NOT DEFINITELY DECIDED,
WOULD PROBABLY WISH TO VOLUNTEER PARALLEL NOTIFICATION. HE
TABLED THE FOLLOWING DRAFT TEXT:

BEGIN TEXT:

DRAFT NOTIFICATION OF UK PARTICIPATION IN EXERCISE DEEP EXPRESS 75

IN ACCORDANCE WITH THE FINAL DOCUMENT OF THE CNFERENCE ON SECURITY
AND CO-OPERATION IN EUROPE, THE GOVERNMENT OF THE UNITED KINGDOM
WISHES TO NOTIFY ITS PARTICIPATION IN THE EXERCISE DESIGNATED DEEP
EXPRESS 75 WHICH IS TO BE CONDUCTED IN THE AEGEAN SEA AND TURKISH
THRACE DURING THE PERIOD 12-28 SEPTEMBER 1975.

UK AMPHIGIOUS FORCES AND UK FORCES ASSIGNED TO THE ACE MOBILE FORCE,
TOGETHER WITH MARITIME AND AIR SUPPORT WILL BE INVLVED. THE UK WILL
CONTRIBUTE FIVE WARSHIPS WITH ASSOCIATED SUPPORT, AND BETWEEN
6000 AND 7000 MEN TO THIS EXERCISE.
CONFIDENTIAL

PAGE 04 NATO 04385 01 OF 03 191930Z

END TEXT.

ITALIAN REP (TESTORI) SAID HIS GOVERMENT WOULD GO ALONG WITH
DECISION OF OTHERS CONCERNING COLUNTARY PARALLEL NOTIFICATION,
EXCEPT ROME HOPED ALL WOULD FOLLOW THE SAME COURSE. ITALIANS
REASON THAT IF SOME PARTICIPANTS GIVE VOLUNATRY PARALLEL
NOTIFICATION AND OTHERS DO NOT, THIS MIGHT UNNECESSARILY
RAISE QUESTIONS ON THE PART OF OTHER CSCE PARTICIPANTS,
ESPECIALLY THE EAST. FRG REP (CITRON) SAID HIS AUTHORITIES
ALSO SUPPORTED TURKISH NOTIFICATION OF THIS EXERCISE BUT
WERE INCLINED TO HAVE THE TURKISH HANDLE THE ENTIRE
NOTIFICATION THEMSELVES WITHOUT ANY PARALLEL FRG
NOTIFICATION. US REP (LEDOGAR) INDICATED WASHINGTON WAS
MORE OR LESS OF THE SAME VIEW AS THE FRG, BUT WOULD FOLLOW
THE LEAD OF OTHER DEEP EXPRESS PARTICIPANTS. HOWEVER, IF
PARALLEL NOTIFICATIONS ARE MADE BY THE UK AND OTHERS, US
REP THOUGHT TEXTS SHOULD INCLUDE REFERENCES TO THE AUTUMN
FORGE SERIES. POLADS AGREED THAT THE COMMITTEE, OR AT LEAST
THE REPRESENTATIVES OF THE DEEP EXPRESS PARTICIPANTN, WWOULD
MEET AGAIN TO DISCUSS THIS SUBJECT PROBABLY ON AUGUST 22.

CONFIDENTIAL

PAGE 01 NATO 04385 02 OF 03 191939Z

70

ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 IO-10 SSO-00 NSCE-00 USIE-00

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SECDEF WASHDC IMMEDIATE

INFO ALL NATO CAPITALS PRIORITY 5421

USNMR SHAPE PRIORITY

USCINCEUR PRIORITY

USLOSACLANT PRIORITY

C O N F I D E N T I A L SECTION 2 OF 3 USNATO 4385

5. ADDITIONAL CONSIDERATIONS IN CONNECTION WITH CSCE

NOTIFICATIONS--

(A) SOME POLADS SUGGESTED THE ALLIES MIGHT APPLY DIFFERENT CRITERIA AS TO HOW MANY DAYS ADVANCE NOTICE OF MILITARY MANEUVERS TO ALLOW, DEPENDING UPON WHETHER SUCH NOTICE WAS "REQUIRED" OR "VOLUNTARY". HOWEVER, THE MAJORITY OF THE COMMITTEE THOUGHT IMPLEMENTATION OF THIS CBM IS ALREADY COMPLICATED ENOUGH, AND ALLIES SHOULD AGREE TO TRY TO ADHERE TO 21-DAYS ADVANCE ON ALL NOTIFICATIONS REGARDLESS OR WHETHER THEY ARE PRINCIPAL OR PARALLEL, "REQUIRED" OR "VOLUNTARY".

(B) TURKISH REP INSISTED, AND OTHERS AGREED, THAT PARALLEL NOTIFICATIONS SHOULD NOT BE TRANSMITTED IN DIPLOMATIC CHANNELS BEFORE THE PRINCIPAL NOTIFICATION. ACCORDINGLY, TURKISH REP UNDERTOOK TO INFORM OTHER DEEP EXPRESS PARTICIPANTS OF THE EXACT DATE WHEN ANKARA WILL MAKE CONFIDENTIAL

PAGE 02 NATO 04385 02 OF 03 191939Z

ITS DEEP EXPRESS NOTIFICATION.

(C) UK AND NETHERLANDS REPS SPOKE IN FAVOR OF FRG'S INTENTION TO DELIVER CSCE NOTIFICATIONS OF MANEUVERS ALSO TO NATO ALLIES. US REP DREW ON PARA 3, REF E, BUT RECEIVED NO

SUPPORT. CONSENSUS OF COMMITTEE WAS THAT NOTIFICATIONS SHOULD GO TO ALL CSCE PARTICIPANTS INCLUDING ALLIES, ALTHOUGH DELIVERY OF TEXTS TO ALLIES COULD BE ACCOMPLISHED LESS FORMALLY THAN DELIVERY TO NON-NATO CSCE PARTICIPANTS.

(D) CANADIAN REP ARGUED THAT IT MIGHT BE LESS COMPLICATED IF THOSE GIVING NOTIFICATION DID SO IN THEIR OWN CAPITALS BY CALLING IN REPS OF CSCE PARTICIPANTS. COMMITTEE, HOWEVER, DECIDED TO RECOMMEND THAT AT LEAST THE FIRST SEVERAL CSCE NOTIFICATIONS SHOULD BE GIVEN IN THE CAPITALS OF THOSE BEING NOTIFIED.

6. TIMING OF NOTIFICATIONS VERSUS TIMING OF PRESS RELEASES--

SEVERAL REPS SPOKE TO QUESTION OF TIMING OF ALLIED PRESS RELEASES ON INDIVIDUAL COMPONENT EXERCISES OF THE AUTUMN FORGE SERIES IN RELATION TO THE CSCE NOTIFICATIONS, REQUIRED OR VOLUNTARY, ON THOSE SAME EXERCISES. US REP, ON PERSONAL BASIS, SAID HE THOUGHT OPTIMUM SEQUENCE SHOULD BE AS FOLLOWS:

(A) PRESS RELEASE ON AUTUMN FORGE EXERCISE SERIES TO BE MADE ON AUGUST 21;

(B) DIPLOMATIC NOTIFICATION OF COMPONENT EXERCISES TO BEGIN ON AUGUST 22, AND THEREAFTER AS APPROPRIATE;

(C) PRESS RELEASES ON COMPONENT EXERCISES FOLLOWING BY A FEW DAYS THE DIPLOMATIC NOTIFICATIONS OF THOSE SAME EXERCISES.

COMMITTEE AGREED PRESS RELEASES OF INDIVIDUAL EXERCISES SHOULD FOLLOW DIPLOMATIC NOTIFICATIONS, ALTHOUGH SOME POLADS ARGUED FOR A LONGER TIME PERIOD BETWEEN THE TWO. COMMITTEE RECOGNIZED ALLIANCE VIEWS ON TIMING ON PRESS RELEASES REFERRED PRINCIPALLY TO THOSE COMMUNIQUE COORDINATED AT CONFIDENTIAL

PAGE 03 NATO 04385 02 OF 03 191939Z

SHAPE AND NATO HQ. INDIVIDUAL ALLIES MIGHT FIND IT NECESSARY TO MAKE LOCAL OR EVEN NATIONAL PRESS RELEASES DEPENDENT UPON PUBLIC AFFAIRS CONSIDERATIONS IN THEIR OWN COUNTRIES. IN FACT SOME INFORMATION ABOUT MANEUVERS IN THE AUTUMN FORGE SERIES IS ALREADY IN THE PUBLIC DOMAIN.

7. EXCHANGE OF OBSERVERS--COMMITTEE REACTION TO US DRAFT CSCE INVITATION TO OBSERVERS WAS GENERALLY FAVORABLE, ALTHOUGH A NUMBER OF DELEGATIONS LACKED INSTRUCTIONS. DANADIAN REP INQUIRED ABOUT US VIEWS ON RELATIONSHIPS BETWEEN CSCE NOTIFICATIONS AND INVITATIONS TO OBSERVERS. US REP, ON PERSONAL BASIS, SUGGESTED ALLIES INITIALLY MIGHT PROCEED ON BASIS THAT, WHILE NOT ALL MANEUVERS THAT WILL BE NOTIFIED ARE CANADIDATES FOR OBSERVERS, ALL MANEUVERS TO WHICH

OBSERVERS WILL BE INVITED SHOULD ALSO BE NOTIFIED. THIS COULD EVOLVE IN FUTURE, BUT WOULD FOR TIME BEING HELP FOCUS DEBATE. CANADIAN REP SAID IN THAT CASE OTTAWA WOULD SEE FOLLOWING IDILEMMA: IF INVITATION TO OBSERVERS PRECEDED NOTIFICATION, INVITEES MIGHT NOT HAVE ADEQUATE INFORMATION TO ENABLE THEM TO SELECT APPROPRIATE OBSERVERS. ON THE OTHER HAND, IF INVITATION ACCOMPANIED OR FOLLOWED NOTIFICATION, 21-DAYS ADVANCE NOTICE MIGHT NOT BE SUFFICIENT FOR THE TWO-STEP INVITATION PROCEDURE WHICH THE US SUGGESTS. OTHER POLADS THOUGHT THIS PROBLEM COULD BE OBIATED BY A MORE COMPLETE DESCRIPTION OF THE SPECIFIC MANEUVER IN THE INITIAL INVITATION. US REP SPECULATED IT WOULD PROBABLY BE PREFERABLE TO COMBINE INVITATION WITH THE NOTIFICATION AND MAKE BOTH MORE THAN 21 DAYS IN ADVANCE, IF NECESSARY. ON THE OTHER HAND, EVEN 21 DAYS SHOULD PROVE ADEQUATE FOR THE TWO-STEP PROCEDURE. FRG REP AGREED, SUGGESTING THE SECOND STEP NEED NOT NECESSARILY BE THROUGH DIPLOMATIC CHANNELS, BUT COULD BE HANDLED FOR EXAMPLE BY MODS.

8. CANADIAN REP INQUIRED WHAT US HAD IN MIND BY "NUMBER AND TYPE OF" IMMEDIATELY PRECEDING THE WORD "OBSERVERS", PARTICULARLY THE WORD "TYPE". US REP SPECULATED THIS WORDING WAS DESIGNED TO COVER CONSIDERATION THAT NOMINATED OBSERVERS MIGHT BE MILITARY PERSONS OR CIVILIANS.

CONFIDENTIAL

PAGE 01 NATO 04385 03 OF 03 191946Z

70

ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 IO-10 SSO-00 NSCE-00 USIE-00

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INFO ALL NATO CAPITALS PRIORITY 5422

USNRMSHAPE PRIORITY

USCINCEUR PRIORITY

USLOSACLANT PRIORITY

C O N F I D E N T I A L SECTION 3 OF 3 USNATO 4385

9. TURKISH REP, ON INSTRUCTIONS, SAID QUESTION OF INVITING OB-

SERVICES SHOULD BE DECIDED BY THE ALLIES PARTICIPATING IN EACH SEPARATE EXERCISE. IF THOSE ALLIES AGREED TO INVITE OBSERVERS, THE INVITATIONS SHOULD BE ISSUED BY THE COUNTRY OR COUNTRIES ON WHOSE TERRITORY THE MANEUVER TAKES PLACE. SEVERAL REPS AGREED ON A PERSONAL BASIS WITH TURKISH APPROACH, AND COMMITTEE AGREED TO SEEK INSTRUCTIONS ON THIS PROPOSAL IN TIME FOR AUGUST 26 POLADS.

10. UK REP UNDERLINED THE NEED FOR FLEXIBILITY, NOTING THAT ALLIES WOULD NOT WISH OBSERVERS PRESENT AT SOME OF THEIR MANEUVERS. FOR EXAMPLE, THE UK WANTS NO OBSERVERS AT AUTUMN SALES, AS THIS WILL BE THE FIRST TIME THE BRITISH ARMY WILL BE TESTING ITS RECENT RESTRUCTURING PROPOSALS.

11. NETHERLANDS REP INQUIRED HOW MANY OBSERVERS US HAD IN MIND INVITING TO MANEUVERS. US REP, ON A PERSONAL BASIS, INDICATED THIS WAS SUBJECT FOR DISCUSSION AMONG ALLIES ON A CASE-BY-CASE BASIS. FOR EXAMPLE, IN INITIAL US-FRG CONFIDENTIAL

PAGE 02 NATO 04385 03 OF 03 191946Z

DISCUSSIONS CONCERNING QUESTION OF OBSERVERS FOR EXERCISE REFORGER 75, AMONG NUMBERS BEING DISCUSSED WAS PROPOSAL THAT THE ALLIES INVOLVED MIGHT AGREE TO INVITE THREE OBSERVERS FROM EACH OF THE FOLLOWING NINE STATES: THREE WARSAW PACT STATES, THREE NEUTRAL STATES AND THREE ALLIED STATES. US REP SAID HE FELT ALLIES WERE OVERLY CONCERNED WITH CONCEPT OF SETTING PRECEDENTS. POLADS HAD DISCOVERED IN THEIR AUTUMN 1974 WORK ON QUESTION IN EXCHANGE OF OBSERVERS THAT DEALING WITH HYPOTHETICAL MANEUVERS AND ABSTRACT CIRCUMSTANCES LED TO CONSIDERATION OF SO MANY VARIABLES THAT DRAFTING A GUIDELINES PAPER WAS EXTREMELY DIFFICULT. US FELT THAT FURTHER DELAY IN COMING TO GRIPS WITH THE MECHANICS OF THE EXCHANGE OF OBSERVERS MAY MEAN THAT NATO WOULD LOSE THE OPPORTUNITY TO TAKE THE LEAD IN IMPLEMENTATION OF THIS IMPORTANT MEASURE, WHICH WAS INITIATED BY THE ALLIES AT THE CSCE. FIRST STEPS MAY NOT BE PERFECT, BUT THE IMPORTANT THING WAS TO BEGIN WITH SPECIFIC CASES, AS THE US AND FRG WERE DOING WITH REFORGER 75, IN ORDER TO WORK OUT AN ACTION PROGRAM. ALLIES SHOULD EXPECT TO EXPAND AND IMPROVE PROCEDURES WITH EXPERIENCE, AND OUGHT NOT BE UNDULY CONCERNED WITH THE THOUGHT THAT INITIAL PRACTICES WILL SET PRECEDENTS. UK REP AGREED WITH STARTING PROMPTLY, AND EXPANDING AND IMPROVING PROCEDURES WITH EXPERIENCE. HIS ONLY QUALIFICATION WAS THAT ALLIES OUGHT TO START MODERATELY IN ORDER TO PROVIDE MILITARY COMMANDERS IN THE FIELD AN OPPORTUNITY TO DIGEST THE RELATIVELY NEW CONCEPT OF HOSTING WARSAW PACT MILITARY OBSERVERS AT ALLIED MANEUVERS.

12. POLADS AGREED TO SEEK ADDITIONAL INSTRUCTED REACTIONS TO THE US DRAFT INVITATION TO OBSERVERS AND TO RETURN TO A DISCUSSION OF THIS SUBJECT ON AUGUST 26. NATO/IS WILL

REVISE ISD/118 ON THE BASIS OF AUGUST 19 DISCUSSION AND INCLUDE, IN ADDITION TO MODELS FOR "REQUIRED" PRINCIPAL AND PARALLEL NOTIFICATIONS OF MANEUVERS, TWO NEW MODELS FOR "VOLUNTARY" PRINCIPAL AND PARALLEL NOTIFICATIONS OF MANEUVERS (THE LATTER BASED ON THE TURKISH AND UK DRAFTS FOR DEEP EXPRESS NOTIFICATIONS).

13. REQUEST GUIDANCE ON DEEP EXPRESS NOTIFICATIONS AND ON TIMING OF PRESS RELEASES IN TIME FOR AUGUST 22
CONFIDENTIAL

PAGE 03 NATO 04385 03 OF 03 191946Z

POLADS MEETING; AND GUIDANCE ON ALL ASPECTS OF EXCHANGE OF OBSERVERS QUESTIONS IN TIME FOR AUGUST 26 POLADS.
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USNMR SHAPE
USCINCEUR
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